

**SOUTHERN CALIFORNIA ASSOCIATION OF GOVERNMENTS  
FISCAL YEAR 2002-2003 OVERALL WORK PROGRAM  
TABLE OF CONTENTS**

<b>Project Number</b>	<b>Project Name</b>	<b>Page</b>
<b>Section I.</b>	<b>Regional Prospectus</b>	
<b>Section II.</b>	<b>Detailed Narratives of Projects</b>	
03-010	Regional Transportation Plan	1
03-020	RTP Program Environmental Impact Report	8
03-030	Regional Transportation Improvement Program	10
03-040	Planning Data and Information	16
03-050	Growth Visioning	24
03-060	Housing/Jobs Balance	35
03-061	Regional Housing Needs Assessment	41
03-062	HOME Technical Assistance	43
03-063	HCD Interregional Partnership	45
03-070	Modeling	47
03-071	Second Year of Airport Travel Demand	55
03-080	Intergovernmental Review	57
03-090	Environmental Planning	60
03-100	Aviation	67
03-110	Geographic Information System Support	69
03-120	Goods Movement	72
03-121	SR-60 Corridor Improvement Program	77
03-130	Transit/TDM/HOV	79
03-131	Partnerships Transit/Health Services	85
03-132	Ontario Int Ground Access Plan	87
03-133	Transit Planning Training/Internship	89
03-140	Highway/Arterials	91
03-150	Maglev Project Management	96
03-151	Maglev EIR/EIS	99
03-153	Maglev Deployment Planning	100
03-160	Corridors	102
03-161	Southbay I-405 Corridor Study	108
03-170	ITS Coordination and Planning	110
03-180	Security	113
03-181	Transit Security Management	115
03-190	Watershed Planning and Policy	117
03-200	Environmental Justice	119
03-210	Alternative Dispute Resolution	122
<b>Section III</b>	<b>Source and Application of Funds</b>	
<b>A.</b>	<b>Program Revenues</b>	
<b>B.</b>	<b>Program Expenditures</b>	
<b>C.</b>	<b>SCAG Consultant and Subregional Continuing Work – Budget/Description Matrix</b>	
<b>D.</b>	<b>Staff Allocation by Work Elements</b>	

**Section IV**

**Appendices**

- A. County Transportation Commission & CalTrans Planning Programs**
- B. Scenic Byways Project**
- C. Certifications and Assurances**
- D. Explanation of Task Abbreviations**
- E. Fiscal Year 2002-2003 Overall Work Program Resolution**

## **Section I**

# **Regional Prospectus**

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## **1. INTRODUCTION – THE OWP AND HOW IT IS USED**

### **SCAG'S MISSION STATEMENT**

*Leadership, vision, and progress which promote economic growth, personal well being, and livable cities for all Southern Californians.*

*The Association will accomplish this Mission by:*

- *Developing long-range regional plans and strategies that provide for efficient movement of people, goods and information; enhance economic growth and international trade; and improve the environment and quality of life.*
- *Providing quality information services and analysis for the region.*
- *Using an inclusive decision-making process that resolves conflicts and encourages trust.*
- *Creating an educational and work environment that cultivates creativity, initiative, and opportunity.*

**ADOPTED NOVEMBER 7, 1996**

The Overall Work Program defines the regional planning work that will be performed in the Fiscal Year 2002-2003. The work primarily focuses on transportation planning, both SCAG's work as well as other agencies. It also includes related planning efforts that are needed to resolve transportation issues in Southern California. The OWP includes a discussion of the background and context information indicating why the work is being performed and policy issues that need to be resolved. Finally, the OWP contains SCAG's program and line item budget to achieve its mission. The OWP presents why regional planning work is being undertaken, how the work will be performed, and the financial framework for understanding and tracking the work.

The OWP is prepared by SCAG in consultation with SCAG's regional and subregional partners. The Regional Council started the OWP process by establishing priorities based on input from the Policy Committees, the subregions, and staff. Using these priorities and guidance from our Federal and State partners, a detailed work program is prepared by staff and presented to the SCAG Administration Committee and Regional Council for approval.

This year the OWP is restructured into 33 work elements. Each work element specifies the work to be performed, the key products and their milestones and the financing sources and requirements. The Regional Council has also requested that the work elements be organized into four basic categories: (1) planning program requirements; (2) regional data base and support information; (3) regional transportation plan implementation; and (4) other transportation related programs.

## **2. PLANNING WORK NEEDED TO ADDRESS THE REGION'S ISSUES:**

### RTP Update/EIR

SCAG learned from the 2001 RTP that growth distribution patterns had a large impact on reducing trips and improving air quality. In fact, growth distribution accounted for more VMT and emission reductions than any other strategy – including transit. Of the 18 tons of ROG reduction needed for conformity, over 6 tons came from growth distribution.

This past year the Regional Council launched a growth visioning effort and the staff, in partnership with the subregions, started the technical work of reviewing the Regional growth forecast. The Transportation Plan update will include a major review of the growth forecast and the EIR of the Plan will include alternative growth forecasts. Both of which will be based on the growth forecast and Growth Visioning work started this year.

SCAG also learned from the Census data that over the past decade we have made modest gains in our basic plan assumptions. Another major effort of the RTP update will be to refine the mechanism to monitor progress of plan implementation and enhance our ability to anticipate amendment issues early.

We have made some progress in implementing the Aviation plan. LAX is revising its master plan to emphasize safety and not expansion. LAWA is also accelerating the master plan at Ontario Airport. SCAG is continuing to work on several MagLev corridors to support a decentralized airport system. However, Proposition W on El Toro will require a possible re-evaluation of the Aviation plan this year.

Finally, while we made progress in long range financing with the passage of Proposition 42 (in part through our efforts on Longville AB-227) we still need more initiatives on funding development to secure our financial plan. This work will continue in the OWP.

### RTIP

In conjunction with the Commissions we will be finalizing the 2002 RTIP that we started this year. The major issue that we are dealing with is to ensure that the state funding shortfall does not cause projects to delay their RTP schedules. Additionally, we are working with the commissions on TCM funding needed for the RTIP conformity analysis.

Finally, SCAG is refining TRANTRAK, the RTIP information system, so that we will be able to process and analyze the investment decisions of the region more easily. This information will also be incorporated into the Plan monitoring and evaluation work.

#### Modeling and GIS

SCAG developed a new transportation model, which was used in the last RTP. Staff is now testing and validating the model with speed data. This will be needed for the 2004 RTP conformity finding analysis. We will also be bringing the Origin and Destination survey into the modeling and GIS database. The modeling and GIS units will be supporting both the RTP and Growth Planning work.

#### Goods Movement

SCAG work with the Ports this past year found that more goods will be moving out of the Ports than was previously forecasted, increasing freight train delays from 28 minutes to 120 minutes. Staff is working on a new goods movement master plan that will provide a framework for investments and financing of railroad facilities and mitigation in the eastern part of the region. Work on the State Route 60 Truck Lane MIS will continue with Caltrans and work on the Routes I-710, I-101 and I-15 corridor plans is continuing with MTA and SANBAG and the subregions.

#### Transit/Demand Management/HOC

From the census we learned that little progress was made in transit and no progress was made in shared ride modes. The region is relying on both of these programs for congestion relief and air quality conformity. The last year MTA's Rapid Bus program is showing improvement in transit. The program is implementing the Transit Strategy in the RTP, and the Red Line opening to North Hollywood. We have also seen recent increases in ridership in several transit properties as well as Metrolink. This year MTA and SCAG will be finishing HOV evaluations. SCAG will continue work with the commissions and operators on changes in transit service policies. Finally, we will be working with the commissions on restructuring the rideshare and transportation information programs.

### **ENVIRONMENTAL RELATED PROGRAMS**

#### Air Quality

Using the latest planning assumptions and new emission factors (EMFAC 2001), will require a new AQMP and State Implementation Plan before we can make a conformity finding on the 2004 RTP or on any TIP actions after January 2003. (Note we will have a period from January 2003 until June 2004 where we will not be able to make any conformity findings). SCAG is increasing work on TCM development and AQMP planning in the OWP.

#### Water Quality

The increasing costs and litigation for Caltrans and our members for TMDL's has caused SCAG to start the process of updating our 208 Area-wide Wastewater Plan (33 U.S.C. §1288). This past year we have been working with Caltrans, L.A. City, L.A. County and L.A. County Sanitation District on the work plan for the L.A. and San Gabriel Rivers. SCAG will continue this work and will begin the process in the Santa Ana River with Orange County and SAWPA.

### **3. THE REGIONAL TRANSPORTATION PLANNING APPROACH IN THE SCAG REGION**

The SCAG region is the largest and most complex region in the country. There are a large number of both public and private institutions that need to be involved in the planning process if the plan is to gain acceptance and be implemented. Both Federal and State laws and regulations define specific responsibilities of agencies and procedures and approaches for transportation planning in the region.

Each of the six counties in the SCAG region has a Transportation Commission or authority, with the exception of Imperial Valley Association of Governments, where Imperial Valley Association of Governments serves as the county-wide transportation agency. These agencies are charged with countywide planning activities, allocation of locally generated transportation revenues, and in some cases, operation of transit services. There are statutory provisions that describe how these countywide are integrated and procedures for resolving conflicts.

Statutory relationships. These statutes include the following:

Sections 65070 and 65086.5(c) of the Government Code respectively require that the regional transportation planning process involve local, and regional governments and the county transportation commissions.

Under Section 130303 of the Public Utilities Code, the county transportation commissions are responsible for short-range capital and service planning in California. Section 130303.1 makes the county transportation commission responsible for developing long-range expenditure plans for certain transportation programs. The county transportation commissions are empowered to act as the "voice" for individual public transit operators in their counties. Section 130059 of the Public Utilities Code requires that SCAG convene meetings at least twice a year involving representatives from SCAG, the county transportation commissions, and Caltrans to discuss specified regional transportation issues.

Section 65089 et seq. of the Government Code outlines the relationship between SCAG, the county transportation commissions, and other local,

regional, and state agencies with respect to development of the biennial congestion management programs.

According to Section 130256 of the Public Utilities Code, the county transportation commissions must require that all planning for guideway and rapid transit systems be coordinated with Caltrans and with SCAG.

Other statutes contain detailed procedures for resolving interagency disputes. For instance, Section 130301 et seq. of the Public Utilities Code provides for resolution of conflicts between plans and short-range Transportation Implementation Plans developed by the county transportation commissions. A procedure for resolving disputes relating to congestion management programs is set forth in Section 404063, 40467, and 40469 contains a process for resolving conflicts between the California Air Resources Board, SCAG, and the SCAQMD relating to the South Coast AQMP. In addition to these mandatory dispute resolution procedures, SCAG encourages the use of four voluntary dispute resolution systems which can be used to mediate disputes involving agencies or local governments in Southern California.

Coordination through policy and technical committees. SCAG achieves plan integration and coordination by working through and with a number of policy committees and technical advisory committees composed of state, local and regional agencies and interest groups.

The county transportation commissions are represented on the SCAG Regional Council, as well as on the Transportation and Communications Committee. The Transportation and Communications Committee serves as a policy advisory committee to the SCAG Regional Council on all regional matters relating to the movement of goods and people on land, water, and air. Among its other functions, the Transportation and Communications Committee reviews the Regional Transportation Plan and makes recommendations on this document to SCAG's Regional Council.

The Subregional Coordinators' Group is composed of the representatives of the fourteen subregions, meets monthly to review and provide input to SCAG's plans and policies.

#### **4. INCLUSION OF FEDERAL PLANNING EMPHASIS AREAS IN THE OVERALL WORK PROGRAM**

##### Maintaining safety and security within planning processes

SCAG's regional planning and decision-making process utilizes regional transportation performance goals and objectives including reliability and



safety. Along with traffic safety (projects and planning implemented by owner-operators of transit, highway-state highway and local arterials, pedestrian and other non-motorized transportation systems) SCAG recognizes the need to improve personal safety and security while traveling as a high priority. For transit and highway modes, system reliability improvement goals of 4% and 3% respectively were adopted in the 2001 RTP. All corridor and modal planning projects in the 2002-2003 Overall Work Program include a safety component.

#### Incorporate planning and environmental processes

SCAG takes Title VI environmental justice principles into account throughout the transportation planning process and public participation efforts. SCAG's public meetings are designed to reach minority, low-income, and elderly residents of the region in their own neighborhoods through established community organizations. In addition, SCAG conducts extensive analysis of the impacts of the RTP, both positive and negative, on the various demographic groups that are of concern under environmental justice policies. Through the public participation process, results and implications of these analysis are communicated to the public.

An essential part of the Title VI and environmental justice process is SCAG's self-evaluation of the effectiveness of the SCAG efforts in these areas. The 2002-2003 Overall Work Program includes tasks designed to evaluate the environmental justice and Title VI efforts associated with the 2001 Regional Transportation Plan and to incorporate the assessment in the preparation of the 2004 RTP.

Projects in the 2002-2003 Overall Work Program addressing this theme include Transportation and Environmental Analysis, 2004 RTP PEIR, CETAP and Environmental Sustainability. Tasks in these projects include development of strategies for efficiency siting of energy/transportation related facilities that meet environmental requirements, preparation of regional environmental impact analysis and documents that serve as regional tier reference documents to facilitate environmental reviews for future transportation projects. SCAG is also undertaking an effort to bring Tribal Governments into the planning process.

#### The Incorporation of Management and Operations within Planning Processes

Several projects in the 2002-2003 Overall Work Program address this emphasis area including RTP Analysis, ITS Coordination, HOV Effectiveness Regional Transportation System Management Planning. SCAG is in the second year of development of the Regional Transportation Performance and Monitoring System.

#### Consultation with Local Officials in Non-Metropolitan Areas

SCAG's Regional Council and all SCAG policy and technical committees include representation of non-metropolitan area jurisdictions, interests and citizens. The RTIP processes and the RTP plan development processes include outreach components intended to reach all segments and all areas of the region as plans and policies are being developed and formalized.

#### Enhancing the Technical Capacity of Planning Processes to Support Decision Making

In the first quarter of 2001-2002 SCAG will have completed the first update of the regional travel origin-destination survey in 12 years, a regional truck count study and a cordon station study. These studies significantly expand SCAG's transportation analytical tools and will promote consistency and the quality of modeling among regional agencies.

Also, in 2002-2003 SCAG is updating the socio-economic data base and growth projections involving the fourteen subregions and all local jurisdictions. The updated data will serve as a foundation for all of SCAG's planning and in particular the 2004 RTP and the growth visioning process.

Following is a matrix showing the Federal emphasis areas addressed in each work element.

### Consistency with Five Planning Emphasis Areas

Planning emphasis Area	OWP Activities																				
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1. Incorporation of safety and security within planning process.	X									X	X	X	X	X	X	X	X	X			
2. Integration of planning and environmental process.	X	X			X				X						X	X			X		
3. Incorporation of management and operations within planning process.	X											X	X	X	X	X	X				
4. Consultation with local officials in non-metropolitan areas	X	X	X	X	X	X		X	X	X		X	X	X	X	X	X	X	X	X	X
5. Enhancing the technical capacity of planning process to support decision making.	X																				

#### Index:

- |   |  |
|---|--|
| 1: WE 03-010 Regional Transportation Plan (RTP)                 | 18: WE 03-180 Security                       |
| 2: WE 03-020 RTP Program Environmental Impact Report            | 19: WE 03-190 Watershed Planning and Policy  |
| 3: WE 03-030 Regional Transportation Improvement Program (RTIP) | 20: WE 03-200 Environmental Justice          |
| 4: WE 03-040 Planning Data and Information                      | 21: WE 03-210 Alternative Dispute Resolution |
| 5: WE 03-050 Growth Visioning                                   |  |
| 6: WE 03-060 Housing / Job Balance                              |  |
| 7: WE 03-070 Modeling   |  |
| 8: WE 03-080 Intergovernmental Review                           |  |
| 9: WE 03-090 Environmental Planning                             |  |
| 10: WE 03-100 Aviation  |  |
| 11: WE 03-110 Geographic Information System Support             |  |
| 12: WE 03-120 Goods Movement Program                            |  |
| 13: WE 03-130 Transit/TDM/HOV                                   |  |
| 14: WE 03-140 Highway/Arterials                                 |  |
| 15: WE 03-150 Maglev Planning                                   |  |
| 16: WE 03-160 Corridors (Implementation)                        |  |
| 17: WE 03-170 ITS Coordination and Planning                     |  |

## **Integration of Planning Emphasis Areas and TEA-21 Planning Factors into SCAG's OWP**

SCAG's Overall Work Program has been designed to address the five planning emphasis areas identified by FHWA/FTA for the next fiscal year and the seven TEA-21 Planning Factors as depicted in the following matrices. The first matrix depicts how SCAG's OWP addresses the five Planning Emphasis Areas. The "x" marks indicate the emphasis areas that are addressed by each of the individual program elements proposed in the OWP. For example, work Element No. 03-0010 Regional Transportation Plan addresses all five of the emphasis areas, where as Work Element No. 03-180 Security, primarily addresses the first emphasis area that promotes incorporation of safety and security into planning process. On the other hand, almost all of the program work elements identified in the OWP are related to the fourth emphasis area that promotes consultation with local officials in the non-metropolitan area, which reflects SCAG's mission to build consensus at all levels in our planning efforts. Similarly, the second matrix depicts how SCAG's OWP relates to the seven TEA-21 planning factors.

# TEA 21 Seven Planning Factors Integration

Planning Factor	OWP Activities																				
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1. Support economic vitality, especially by enabling global competitiveness, productivity, and efficiency.	X		X	X	X	X	X			X		X	X	X	X	X	X				
2. Increase safety and security of transportation system for motorized and non-motorized users.	X		X								X		X	X	X	X	X	X			
3. Increase accessibility and mobility options available to people and freight.	X		X		X	X	X					X	X	X	X	X					
4. Protect and enhance the environment, promote energy conservation, and improve quality of life.	X	X			X	X		X	X			X	X	X	X	X	X		X	X	X
5. Enhance integration and connectivity of the transportation system across and between modes, for people and freight.	X		X				X					X	X	X	X	X	X				
6. Promote efficient system management and operation.	X												X	X	X	X	X				
7. Emphasize preservation of the existing transportation system.	X	X			X							X	X	X			X				

## Index:

- |   |  |
|---|--|
| 1: WE 03-010 Regional Transportation Plan (RTP)                 | 18: WE 03-180 Security                       |
| 2: WE 03-020 RTP Program Environmental Impact Report            | 19: WE 03-190 Watershed Planning and Policy  |
| 3: WE 03-030 Regional Transportation Improvement Program (RTIP) | 20: WE 03-200 Environmental Justice          |
| 4: WE 03-040 Planning Data and Information                      | 21: WE 03-210 Alternative Dispute Resolution |
| 5: WE 03-050 Growth Visioning                                   |  |
| 6: WE 03-060 Housing / Job Balance                              |  |
| 7: WE 03-070 Modeling   |  |
| 8: WE 03-080 Intergovernmental Review                           |  |
| 9: WE 03-090 Environmental Planning                             |  |
| 10: WE 03-100 Aviation  |  |
| 11: WE 03-110 Geographic Information System Support             |  |
| 12: WE 03-120 Goods Movement Program                            |  |
| 13: WE 03-130 Transit/TDM/HOV                                   |  |
| 14: WE 03-140 Highway/Arterials                                 |  |
| 15: WE 03-150 Maglev Planning                                   |  |
| 16: WE 03-160 Corridors (Implementation)                        |  |
| 17: WE 03-170 ITS Coordination and Planning                     |  |

## **5. PUBLIC PARTICIPATION**

SCAG has developed an effective public outreach and participation program. The goal of the program is to create a two-way dialogue between SCAG and the many constituencies that it serves. Specifically, SCAG has formed numerous committees and task forces, holds public hearings and workshops, maintains an Internet site, sponsors an array of events, conducts public surveys, and has developed publications, videos and public service announcements to inform the public, solicit public input and respond to concerns on regional issues.

TEA21 and the 1990 Americans with Disabilities Act require public agencies to provide greater opportunities and innovative approaches for public involvement in the metropolitan and regional transportation plan development and approval process. SCAG notifies parties impacted by SCAG's plan or project, provides complete and easily understood information concerning the plan or project, and solicits affected parties opinions and comments. Parties notified include elected officials, local governments, public agencies, businesses, interest groups, minorities, transit operators, health organizations and organizations among the disabled, and others. SCAG keeps records of public questions, comments and other responses. When SCAG receives public comments on SCAG plans and projects, the comments are recorded, reviewed, responded to in writing, and where appropriate, reflected in the plan and project policy documents. For the 2001 RTP, SCAG provided to the Regional Council and other public agencies written documentation of all public comments received and the responses to the comments. The program is subject to a thorough review including staff and citizen evaluation. SCAG has established a process to help address the issues of equity and environmental justice, providing for the specific outreach and participation of low-income, minority and disadvantaged communities. SCAG has held several meetings with organizations such as the Environmental Defense Fund, Natural Resources Defense Fund, Natural Resources Defense Council, and the NAACP Legal Defense Fund, to solicit these comments and concerns regarding regional planning efforts. SCAG was a major sponsor of the City of Los Angeles Environmental Justice Conference, which created an opportunity for elected officials, city staff and the public to discuss environmental issues. SCAG also has held public meetings in low-income and communities. Many of these meetings are held during evening or weekend hours to allow greater public participation. Additionally, SCAG has incorporated interpreters into its public outreach and participation programs so that non-English speaking individuals and the hearing-impaired can participate in the regional process. SCAG has translated its publications into other languages and SCAG has made a special effort to hold media events for reporters and representatives of non-English publications and sources.

SCAG communicates with citizens and groups through the local media, agency publications, the internet, and special presentations. Newsletters, report summaries and news releases present technical and policy issues in plain terms to a broad audience. SCAG prepares a quarterly regional newsletter and a monthly Regional Council Newsletter. A Regional Council Member Speakers Bureau provides for a scheduled set of ongoing presentations and discussions on regional/subregional issues between the SCAG Board Members and local government public and private officials.

In Fiscal Year 2000-2001, SCAG's fourteen subregions worked with SCAG staff in the most intensive outreach effort in SCAG history to involve the regions public, interest groups and decision makers in the development of the Regional Transportation Plan. The RTP outreach included workshops, video-conference, briefings, newsletters and media releases to the widest spectrum of the region's interest and populations.

SCAG is using technological measures to increase public participation. Specifically, SCAG has developed an Internet site, which allows anyone with Internet access to review several SCAG publications, access rideshare information and send comments directly to SCAG. SCAG also has incorporated telecommunications and video-conferencing to allow greater participation in meetings and hearings. SCAG has produced a general information video and a CD ROM, which contains information about SCAG and copies of all of our plans.

In Fiscal Year 2001-2002 SCAG started a study which will be completed in Fiscal Year 2002-2003 evaluating the effectiveness of the SCAG public involvement program and recommendations for improvements.

## **6. STRUCTURE AND DECISION MAKING**

### Policy Structure

The General Assembly is SCAG's governing body. The General Assembly meets annually and is composed of one elected official (the mayor, member of a city council or county supervisor) from each Member City and County. The General Assembly provides policy direction to SCAG, including approval of the bylaws and the General Fund budget.

SCAG's Regional Council is comprised of 73 elected officials and 6 county supervisors, representing the 6 counties, totaling 183 cities and two county transportation commissions. (Note: all commissions are entitled to membership.)

SCAG Districts are a city or group of cities with approximately 200,000 people and a geographic community of interest. District Representatives are elected by their peers, elected local government officials, for two year terms. All cities in the region are represented on the Regional Council. The City of Los Angeles has 16 District Representatives (the City Council Members and the Mayor). The Regional Council is organized into one Standing Committee and three Policy Committees.

The Standing Committee is the Administration Committee, which reviews SCAG's Overall Work Program, operations and resources, and SCAG institutional issues. The Standing Committee is composed of Regional Council Members.

The three Policy Committees are: Transportation and Communications; Community Economic and Human Development; and Energy and Environment. These committees address policy issues related to specific programs and report to the Regional Council. The Policy Committees' voting members include Regional Council Members, subregional organization representatives (elected officials), and representatives of county transportation commissions, Caltrans and Local and State air agencies. Policy Committees' ex-officio (non-voting) members include representation from single purpose regional/subregional agencies. The Regional Council, Administration Committee, and policy committees meet monthly.

## SCAG'S REGIONAL PLANNING ROLES

### Primary Designations

#### METROPOLITAN PLANNING ORGANIZATION (MPO)

SCAG is the MPO for nine urban areas surrounding the Los Angeles metropolitan area. As an MPO, SCAG is responsible, along with the State, for transportation planning in this area, and serves as the forum for cooperative decision making by local government elected officials.

SCAG's specific responsibilities as an MPO include developing and periodically updating the region's long range Regional Transportation Plan (RTP), and working with the public, the State, and affected parties in developing the Transportation Improvement Program (TIP). Pursuant to state and federal law, SCAG drafts portions of the State Implementation Plan (SIP) pertaining to the South Coast Air Basin. SCAG is responsible for determining whether projects, plans and programs conform to the SIP.

#### REGIONAL TRANSPORTATION PLANNING AGENCY (RTPA)

As the federal and State designated agency responsible for regional transportation planning, SCAG develops' plans which best satisfy the diverse transportation needs and concerns of the region. Documents



prepared by SCAG which serve as the foundation for transportation planning and programming in the region include: (1) the Regional Transportation Plan (RTP); (2) the Air Quality Management Plan; and (3) the Regional Transportation Improvement Program (RTIP).

The SCAG Regional Council establishes regional transportation policy through the adoption of the RTP. The RTP provides policy makers and planners with an overall guide for effective coordination and orderly programming of transportation improvements among local, regional, state, and federal agencies. The fiscal year 2001 RTP contains policies addressing facilities, services and programs which will be needed to meet the increased travel demand through the year 2020. The next RTP will be completed in 2004.

The RTP is developed by SCAG working with the subregions and a number of technical advisory bodies including the county transportation commissions, the 14 subregions, transit operators, transportation groups, and members of the public. Following completion of the draft RTP, it is reviewed by SCAG's Policy Advisory Committee, the Transportation and Communications Committee, and the Regional Council. Concurrent with the review process by SCAG committees, is the review by the Regional Transportation Agency Coalition (RTAC) in which representatives of the five County Transportation Commissions, Caltrans and SCAG meet to discuss the RTP. The RTAC fulfills the membership and consultation requirements of AB 1246.

Included in the RTP, AQMP and TIP review process are public workshops and hearings throughout the region, media announcements, newsletters, press releases and web site postings, which provide citizens, affected public agencies, representatives of transportation agencies, private providers of transportation and other interested parties with a reasonable opportunity to comment on the planning process and documents.

#### Mandatory Responsibilities

##### INTERGOVERNMENTAL PLAN AND PROJECT REVIEW

Pursuant to Presidential Executive Order 12,372, SCAG is the authorized regional agency for intergovernmental review of programs proposed for federal financial assistance and for direct development activities. In its role as the area-wide clearinghouse under the California Environmental Quality Act (CEQA), SCAG reviews environmental impact reports prepared for projects of regional significance to determine their consistency with regional plans (Public Resources Code Sections 21083 and 21087).

##### REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (RTIP)

The Regional Transportation Improvement Program is prepared by SCAG in accordance with federal and state laws. Under California law, the

county transportation commissions are responsible for developing and adopting countywide Transportation Improvement Programs. (For the purpose of RTIP development, the Imperial Valley Association of Governments is considered as though it were a Transportation Commission.) County TIP is submitted to SCAG for incorporation into the Regional Transportation Improvement Program. SCAG conducts an air quality conformity analysis for each air basin in the region on the RTIP. The AB 1246, an RTAC process, is used to review and discuss the TIP. SCAG policy provides that if the RTIP is found to be nonconforming, the appropriate commission(s) will participate in modifying the RTIP to meet conformity requirements. The air districts and county transportation commissions actively participate in developing the RTIP through the Conformity Working Group and Modeling Task Force, established through Interagency Consultation Memoranda of Understanding.

### REGIONAL PLANS

SCAG is responsible for preparing the Regional Transportation Plan. In the South Coast Air Basin it has responsibility for developing forecast, transportation, and land use measures to reduce emissions. Regional Aviation requirements are in the area-wide Waste Treatment Management, Hazardous Waste Management, and Regional Housing Needs Assessment.

In addition, SCAG is responsible for:

Coordinating High Occupancy Vehicle project review, developing the regional transportation demand model, issuing contracts as the designated FTA transit grant recipient, and reviewing congestion management programs for consistency with regional plans.

### INVOLVEMENT AND COORDINATION WITH AGENCIES

SCAG's planning program is based upon and coordinated with the continuing cooperative and comprehensive planning process required by TEA21 under 23 U.S.C., §134.

### LOCAL AND SUBREGIONAL AGENCIES

Over the past decade, SCAG's participatory decision-making and planning process have been significantly expanded. First, in 1992, SCAG expanded the number of policy board members from 22 to 71 (in 1995, an additional district was established in Western Riverside County) and began selecting those members from evenly populated districts through the city council members within the districts. In 1997, the 6 county transportation commissions were provided voting membership on the Regional Council.

This action has strengthened SCAG's consensus building capability, while achieving greater local participation in regional governance.

Second, SCAG decentralized its planning process by involving subregions in the major phases of policy making. Starting with existing institutional arrangements, thirteen subregions (today there are 14) were asked to develop policies and strategies for the regional plans, participate in regional plan monitoring and assist in plan implementation. The subregional approach continues to actively involve the county transportation commissions in the OWP development and implementation.

#### STANDING TECHNICAL COMMITTEES

MODELING TASK FORCE - Before SCAG determines air quality conformity, the Modeling Task Force reviews technical decisions concerning the development and application of the regional transportation model to travel forecasting and to analysis of the transportation impacts on air quality, including emissions analysis, emissions factors and associated planning assumptions (including socio-economic data, VMT, and temperature).

CONFORMITY WORKING GROUP - The Conformity Working Group reviews and assists in developing air quality conformity determinations, plans and programs in the SCAG region before these conformity determinations have been made by SCAG. The Working Group reviews issues relating to development of the Regional Transportation Plan and the Transportation Improvement Program. The Group meets monthly and provides technical input and consultation through the planning process. Pursuant to federal interagency consultation regulations, SCAG, the region's four air districts, the county transportation commissions and Caltrans have signed Memoranda of Understanding (MOU's) for interagency consultation. The MOU's cover conformity and development of the RTP and SIP for Air Quality. The Conformity Working Group and Modeling Task Force activities are described in the MOU's.

SUBREGIONAL COORDINATING GROUP - For the past seven years, the staff from the fourteen subregions have been meeting with SCAG to review subregional planning issues to provide an opportunity for early interactive input into the regional planning process. Starting in 2001-2002 reviewing work progress on a quarterly basis.

THE AB 1246 PROCESS - California law (Public Utilities Code 130059) requires representatives of SCAG, Caltrans, and the five county transportation commissions meet, at least twice annually to: (1) to review and discuss the County Transportation Improvement Programs prior to adoption by the respective commissions and the Regional Transportation

Plan prior to its adoption by SCAG; (2) Consider progress in the development of a region-wide and unified public transportation system; and (3) Discuss other matters of mutual concern.

#### AVIATION TECHNICAL ADVISORY COMMITTEE (ATAC)

A technical committee of airport owners and operators, and operations which provide review and recommend actions on regional aviation issues as well as assist in coordination among airports on aviation related issues.

#### RTP TECHNICAL COMMITTEE

This is a technical coordinating committee comprised of a cross section of transportation providers, the private sector, subregions, and public interest groups to provide advice and recommendations in system planning and the Regional Transportation Plan.

#### TRANSIT ADVISORY COMMITTEE (TAC)

Transit operators are involved in this task force to develop recommendations on regional transit issues and to assist in coordination among the transit properties.

#### GOODS MOVEMENT ADVISORY COMMITTEE (GMAC)

This is a technical committee bringing together public and private interests involving freight. They assist SCAG in developing freight related strategies and integration of freight activities into the Regional planning process.

#### REGIONAL TRANSPORTATION DEMAND MANAGEMENT TASK FORCE

This task force combines elected officials and public and private organizations. They review and coordinate TDM issues and strategies and develop recommendations for TDM related proposals for the RTP.

#### STATE AND FEDERAL AGENCIES

SCAG provides valuable data concerning the region's planning and infrastructure priorities through Intergovernmental Plan and Project Review process, the RTIP, AQMP Reasonable Further Progress Reports, the Highway Performance Monitoring Report, Transportation Modeling and the Regional Housing Needs Assessment process. The State Office of Planning and Research, Federal and State Transportation Departments, the State Air Resources Board, and the Federal

Environmental Protection Agency, among other entities, use SCAG data, planning analysis and policies in their planning and decision making process.

#### ALTERNATIVE DISPUTE RESOLUTION (ADR)

SCAG has developed a dispute resolution process. Mediation and other forms of Alternative Dispute Resolution processes are available for conflicts involving SCAG planning mandates, interjurisdictional disputes, and CEQA and land use issues within jurisdictions. Pursuant to SB517 (Government Code § 66030 et seq.) SCAG utilizes and encourages another form of ADR, negotiated decision making, in many of its planning activities.

### **7. FEDERAL CERTIFICATION PROCESS**

Federal urban transportation planning regulations require that SCAG annually certify that its planning process is being carried out in conformance with all applicable federal requirements. The certification finding to be made by the SCAG Regional Council is based on the following factors: (1) SCAG must be officially designated as the Metropolitan Planning Organization (MPO) for the SCAG Region; (2) SCAG must have an adopted Regional Transportation Plan (RTP), Regional Transportation Improvement Program (RTIP), Public Participation Program, and Overall Work Program which meet the necessary federal requirements; and (3) the RTP and RTIP must be found to be consistent with the regionally adopted air quality plan. SCAG provides Caltrans and maintains on file, copies of the appropriate documents and endorsements determining certification compliance. As part of the Overall Work Program adoption process, SCAG Regional Council makes the required certification finding. The finding is transmitted to Caltrans and the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA). Caltrans notifies SCAG if there are any deficiencies in the planning process, which would result in conditional certification. In such a case, the corrective actions and the date by which they must be taken are specified in an agreement between SCAG and Caltrans.

## **SCAG RESPONSE TO THE 2001 CERTIFICATION REVIEW FINDINGS**

### **FINDING/RESPONSE**

#### **1. Overall Work Program**

The Overall Work Program (OWP) is greatly improved. There has been significant progress in incorporating regionally significant transportation planning activities in the Los Angeles Metropolitan Area, regardless of funding source. SCAG is encouraged to continue to work with its planning partners to ensure that the OWP presents a complete picture of all significant planning in the area.

Carryover of unexpended funds for planning work in the OWP continues to be of concern. The federal team is concerned about expenditures and the quality of the planning product. SCAG has the greatest amount of unexpended balances, particularly, the delegated tasks to subregions. The federal team encourages SCAG to identify and pursue ways to reduce delays in expending funds and producing deliverables, through better management and improved oversight of the planning activities.

SCAG needs to ensure that deliverables from work tasks are met. Work tasks should be in detailed format in the OWP along with a detailed deliverable attached to each work task. SCAG needs to ensure that subregions who are undertaking work tasks are adequately staffed and able to complete the work in a timely manner. It is also suggested that SCAG make the OWP available to the public through their website.

#### **SCAG Response**

SCAG has been working to reduce the amount of unexpended balances through a number of measures including:

- Beginning with Fiscal Year 2001-2002, SCAG is executing Continuing Cooperative Agreements with the subregions to insure that work scopes and deliverables are clearly defined, date specific and committed to in writing.
- Beginning with Fiscal Year 2002-2003, using new funds available on July 1 to finance carryover SCAG consultant and subregional contract work to provide a seamless transition between the fiscal years and focus attention on completing the oldest work before starting new work.

- Expediting the contracting process through management coordination and scheduling of the contract development process prior to the initiation of a Request for Proposal.
- Upgrading the development and use of the new SCAG MIS as a progress reporting and management tool, reformatting the quarterly progress report to provide reports not only on work status but issues/issue resolution and upcoming amendments.
- Holding quarterly progress report meetings with the subregions and with SCAG staff including the participation of Caltrans and the Federal Department of Transportation representatives.

SCAG's Fiscal Year 2002-2003 OWP will contain tasks that are specific regarding both products and completion dates. The Quarterly Progress Reports will report on the status, issues and upcoming need for work element amendments associated with meeting the schedules for deliverables.

The OWP will be made available to the public through the SCAG website.

## FINDING

### 2. The Public Involvement Process

The public involvement process for the Regional Transportation Plan (RTP) reflected aggressive efforts to involve a broad range of citizens through a range of techniques. There should be opportunities for the public to comment and have meaningful input into the Work Program as well as the Regional Transportation Improvement Program.

The Federal Team suggested opportunities to further improve public involvement including:

- Develop a formal plan to evaluate the effectiveness of the public involvement process.

### SCAG Response

SCAG has engaged an outside consultant to evaluate the effectiveness of the Association's public involvement efforts and to make recommendations for improvements. The consultant evaluation is expected to be completed by the middle of the 2002-2003 fiscal year.

## FINDING

### 3. Cooperation and Coordination

On the issues of cooperation and coordination, SCAG should improve descriptions of the complex and evolving organizational roles and responsibilities in the area for planning and programming. The roles of SCAG, the County Commissions, the subregions, the Air Quality Management Districts, and public transit operators must become more transparent to improve understanding of the process and encourage a greater level of involvement by the public and stakeholders. Descriptions might be provided in the RTP, a separate document, or in a prospectus to the OWP. The team also suggests SCAG develop a simple, easy to follow citizen's guide on how, where, when, and which agencies to provide input to during various phases of the planning process.

#### SCAG Response

SCAG will continue to expand the description of the roles and relationships of SCAG, the county transportation commissions, the subregions, the air districts and transit operators in both the OWP Prospectus and the 2004 RTP. SCAG's website provides a listing and schedule of key dates, times and meeting places relative to SCAG planning and policy development processes.

## FINDING

### 4. Performance Indicators

The use of Performance Indicators which have been continued from the previous RTP deployment have been effective in providing broad measures to focus the RTP discussions.

#### SCAG Response

SCAG's transportation performance measure evaluation process is an integral part of the transportation policy development process. The performance measure evaluations of the 2001 RTP will serve as an important building block in determining approaches and strategies in the 2004 RTP with particular attention on the growth visioning process.

In the 2004 RTP update cycle, we intend to further refine some of the criterion and methodologies that were not fully evaluated in the last Plan due to a combination of lack of time and consensus on some of the key performance issues. Furthermore, we will seek to formalize the application of performance criteria by developing a uniform guideline to ensure consistent and continuous



application of the performance criteria and principles at a project, corridor or sub-area, and regional level.

## FINDING

### 5. Monitoring the Plan

The team suggests that SCAG develop the means to routinely monitor the effectiveness of the RTP, rather than waiting until the next major update. This will permit timely evaluation of the results of major new strategies, including adjustments to rates and distribution of growth, transit restructuring, and decentralization of airports. More specifically, we suggest SCAG develop a means of assessing how the key transportation modes are performing based on the share of resources devoted to that mode.

## SCAG Response

SCAG is enhancing its Regional Transportation Project Information Tracking System (TRANTRAK) to routinely monitor the effectiveness of the RTP. TRANTRAK is currently used to process the projects in the Regional Transportation Improvement Program (RTIP). Using TRANTRAK, SCAG tracks transportation projects in the region for consistency with the Regional Transportation Plan (RTP). The enhanced system will enable staff to include RTP projects to monitor the effectiveness of the Plan.

## FINDING

### 6. Transportation Improvement Program

During the last certification SCAG was in the process of developing an electronic database that would have provided the opportunity to view and track projects electronically. It is suggested that SCAG redirect efforts on the TIP database to participate in the Caltrans CTIPS database.

Corrective Action There continues to be a need to list the major projects that have been implemented or delayed from the previous TIP as required by the metropolitan rule 23 CFR 450.324 (m) (2).

A distinct public involvement process should be in effect for the development of the Regional Transportation Improvement Program. Equally important is the need to educate the public on the process that leads to the development of the RTIP, particularly the relationship to County Transportation Improvement Programs (CTIPs). Essentially, it is important to make sure that the public involvement process for the RTIP is evident whether it is/or not part of the County TIP development process.

## SCAG Response

SCAG has successfully uploaded the 2001 RTIP projects from TRANTRAK, SCAG's database, to CITIPs, Caltrans database. SCAG is in the process of uploading to CITIPs data on the 2001 RTIP Amendments.

SCAG has encountered delays in processing the contract to continue the development of TRANTRAK to allow for a more efficient transfer of information between the transportation commissions, SCAG, and Caltrans.

Public Involvement Process for the RTIP includes – SCAG work with a consultant to conduct one public hearing in each county and an additional regional public hearing at SCAG. SCAG will disseminate information about the 2002 RTIP through local newspapers, SCAG's web site, and other appropriate media. SCAG will produce public service announcements (PSAs) for distribution to local and regional media to encourage public participation in the discussion of transportation projects proposed for the region.

In order to ensure timely implementation of the 2001 RTP, SCAG will be developing an implementation strategy. The implementation strategy will outline steps, processes, and schedule that must be adhered for the projects and policies to be ultimately implemented. In addition, implementation strategy will outline mechanisms to track the progress of projects, processes and the overall goals, objectives and policies outlined in the Plan.

## FINDING

### 7. Congestion Management System (CMS)

Since the SCAG CMS is a compilation of the Counties' CMS's that were created under state requirements, it is suggested that a description of the process for coordination be provided within the SCAG CMS report. There needs to be clarification and better communication of this process and how it dovetails with the County Commissions congestion management process. Also, a discussion of how the projects are brought from the County Commission process into the TIP is warranted. FHWA is performing a statewide review of the Congestion Management System (CMS). As part of this review, SCAG may be asked to provide additional in depth information on its CMS process. Specific recommendations concerning the implementation of the SCAG area congestion management system may result from that review.

## SCAG Response

SCAG's Congestion Management System (CMS) is comprised of the Regional Transportation Plan (RTP), the five counties Congestion Management Programs

(CMP's), and the Regional Transportation Improvement Program (RTIP). There is coordination between SCAG and the counties at 1) the RTP development, 2) the CMP development, and 3) the RTIP development. In addition, an Inter-county Congestion Management Group meets at least once a year, and SCAG convenes any additional meetings if needed.

The counties' CMPs must be consistent with the RTP's planning assumptions and modeling method. SCAG staff ensures there is consistency between the policies, programs, and projects listed in the RTP and the CMPs. The CMPs are revised every two years, the RTP is revised every three years. Policies, programs, and projects are short term in the CMPs and long term in the RTP. Both the CMPs and the RTP rely on the TIP to implement the related projects.

Under state law, the RTIP must be used as a tool for implementing most of the CMPs projects and programs. Generally, all regionally significant projects and many minor projects (100% locally funded) are listed in SCAG's RTIP, and those projects subject to modeling are incorporated into SCAG's Regional Transportation Model.

#### 8. Air Quality Conformity

##### FINDING

- 8(1) FTA and FHWA have determined that SCAG has fully met the requirements of section 93.122 of the Transportation Conformity Rule. SCAG and the South Coast Air Quality Management District should develop a consistent methodology for assessing PM10 related to transportation construction activities for both the 2001 Air Quality Management Plan update and subsequent conformity analyses.

##### SCAG Response

All air agencies in the SCAG region, including the South Coast Air Quality Management District (SCAQMD), have worked with SCAG to address the construction related PM10 emissions through the area sources for the respective PM10 State Implementation Plans (SIPs). The submitted PM10 SIPs to the Environmental Protection Agency (EPA) are testimony to this cooperation.

##### FINDING

- 8(2) SCAG in partnership with the South Coast Air Quality Management District should include in the SCAG 2002 Overall Work Program, a feasibility study of potential new technologies or improvement to existing technologies from the transportation sector in the South Coast Air Basin that would achieve some portion of the emissions reductions needed to

meet the requirements of section 182(e)(5) of the Clean Air Act ("black box").

#### SCAG Response

SCAG will continue its work and coordination with all air agencies in the region and with the California Air Resources Board (CARB) through all related SIPs and air quality management plans (AQMPs), and to support CARB in its development of potential new technologies to achieve emission reductions needed to meet the relevant "black box" section of the Clean Air Plan.

#### FINDING

- 8(3) FTA and FHWA have determined that SCAG fully met the interagency consultation requirements of the Transportation Conformity Rule. The interagency consultation process related to the SCAG 2001 Regional Transportation Plan however proved to be a difficult endeavor that presented some unique challenges. One of the problems is that the U.S. Environmental Protection Agency should be devoting more resources and providing clearer direction in SCAG's interagency consultation process.

#### SCAG Response

SCAG concurs with the federal agencies' assessment, and acknowledges the need for improvement in the interagency consultation process, which requires a shared effort by all involved parties.

#### FINDING

- 8(4) SCAG's Conformity Working Group should be evaluated to determine if it can be enhanced to address the effectiveness of the process.

#### SCAG Response

SCAG's Transportation Conformity Working Group has been in place for more than eleven years. Its chairmanship rotates annually between the county transportation commissions in the SCAG region. In addition to its core membership, it has been open to public and any special group. The Working Group agenda is set by the members.

#### FINDING

- 8(5) FTA and FHWA have determined that SCAG has fully met the modeling requirements of section 93.122 of the Transportation Conformity Rule. FTA and FHWA request SCAG to assist with a modeling peer review to formulate improvements to SCAG's modeling practice and documentation.

The FHWA will cover the cost of all expenses related to the involvement of the modeling peers and their review.

#### SCAG Response

SCAG's Modeling Task Force was established about 15 years ago and SCAG's current Regional Travel Demand Model was developed based on the 1990 Census Survey and the 1991 Origin-Destination Travel Survey. There have been many changes over the last ten years such as the introduction of Metrolink service, Metro Red Line, Blue Line, Green Line, Rapid Bus, High Occupancy Vehicle (HOV) Lanes, tele-commuting, cell phones, and rideshare programs which have impacted travel patterns and travel behaviors. In conjunction with the 2000 Census Survey, SCAG is working with the County Transportation Commissions (CTCs) to conduct a year 2001 Origin-Destination Travel Survey, Cordon Station survey and Heavy-Duty Truck counts for the purpose of improving the current Regional Travel Demand Model.

SCAG's Modeling Peer Review Committee includes many agencies, including the Federal Highway Administration providing an opportunity for continuing external involvement in the regional model improvement process.

#### FINDING

- 8(6) FTA and FHWA strongly support efforts to ensure that any transportation control measures in a state implementation plan are distinct, well-defined, and can be implemented according to schedule. FTA and FHWA also strongly encourage that State and local agencies clearly identify the emission reduction benefits of transportation control measures, and to credit such benefits toward the attainment demonstrations. In this regard, we request that SCAG work closely with the appropriate air quality agencies to ensure that transportation control measures proposed for state implementation plans meet these objectives, and that any existing approved transportation control measures be evaluated to refine them to meet these objectives.

#### SCAG Response

The current transportation control measure (TCM) strategies included in the applicable and submitted SIPs, particularly for the South Coast Air Basin (SCAB), were based on a lengthy process with input from many stakeholders including the federal agencies. SCAG has worked to ensure that all TCM strategies considered as options in a SIP are appropriately defined and, once they become part of the approved TIP, they are implemented.

## FINDING

### 9. Freight

The freight perspective is being successfully integrated at important stages in the transportation planning process. SCAG is commended for ensuring active participation by the freight industry and other stakeholders in the standing Goods Management Advisory Committee and the Truck Lane Task Force, which, have resulted in substantive consideration of goods movement considerations in the planning process and identification of important new freight projects.

#### SCAG Response

Commendation. No response required.

## FINDING

### 10. Fiscal Constraint

SCAG should further refine how it communicates its approach to innovative finance as part of financial planning and fiscal constraint. The approach should provide complete descriptions of innovative funding sources, including degree of likelihood, and how costs are estimated. Specifically, it is suggested that SCAG provide more detail on a) the structure of the counties' and state information on costs and forecast, b) the use of the revenue model, and c) how the new funding sources fit into the structure of their financial plans.

#### SCAG Response

The Final 2001 Regional Transportation Plan and Technical Appendices provide extensive discussion of the SCAG region's financial plan including a detailed delineation of all the revenue sources assumed to support proposed transportation investments. The financial plan is an integral part of the 2001 RTP, identifying all the resources necessary for maintaining the existing transportation system and investing in new projects.

SCAG's financial plan is based upon the revenue and cost models developed in cooperation with local county transportation commissions, the subregions, Caltrans, and other stakeholders. Financial data reflecting historical and current levels of transportation expenditures and revenues were collected from various county and state agencies. Future trends were extrapolated in consultation with appropriate agencies.

After a detailed review of the region's existing resources and transportation needs, SCAG recognized that the region would require a new funding strategy in order to support some of the transportation projects identified in the RTP. Accordingly, SCAG devised a set of assumptions to maintain particular revenue streams that the region could potentially lose in the years to come.

Further, a legislative action plan was developed to fully address some of these assumptions. To date, SCAG has supported the introduction of ACR32 – requesting that the California Transportation Commission, in consultation with Caltrans and regional planning agencies, prepare a study focusing on declining transportation revenues and remedies to address funding shortfalls. This measure recently passed. Also, SCAG supported the introduction of ACA 9 – proposing the dedication of the state sales tax on gasoline for transportation projects. This measure was placed on the March 5, 2002 ballot as Proposition 42, and was approved by the voters.

Nevertheless, SCAG recognizes the importance of further evaluating the region's financial plan and in turn, developing a more comprehensive implementation strategy. Accordingly, the future RTP update process will entail a continued assessment and discussion of the region's financial plan and implementation strategy.

## FINDING

### 11. Title VI and Environmental Justice

The Federal team commends the strides SCAG has made in addressing Title VI compliance and Environmental Justice as part of its planning process. We encourage SCAG to continue its efforts to develop and incorporate environmental justice measures into the process, and to further examine disparate conditions that may be identified as appropriate.

## SCAG Response

SCAG is continuing its role as a regional leader in assuring the environmental justice measures are incorporated into the planning process.

## FINDING

- G. Transportation agencies need to consult with Tribal Governments—in addition to the need to include Native Americans in public participation. Establishing and maintaining Government-to-Government relations with Federally-recognized Tribal Governments is separate from, and precedes, the public participation process.

## SCAG Response

As a voting member of the Imperial Valley Association of Governments (IVAG) Technical Advisory Committee, the Quechan Indian Tribe participated in developing the 1997 IVAG 20-Year Transportation Plan for Imperial County. Except for minor updates, this plan remains as the policy document for transportation planning and a part of the 2001 RTP.

The San Bernardino Associated Governments (SANBAG) public outreach efforts to Indian tribes includes a target mailing to all tribal organizations in San Bernardino County. In addition, SANBAG publishes a monthly newsletter to inform the general public, including Indian tribes of transportation planning issues and processes within the county.

In the Riverside County, the Coachella Valley Association of Governments made a specific presentation of the 2001 Regional Transportation Plan to the Torres Martinez Indian Tribe during their Empowerment Zone meeting at their Tribal headquarters. In addition, there are three tribes as voting members of the CVAG governing board: Agua Caliente Band of Cahuilla Indians, Cabazon Band of Mission Indians and the Torres Martinez Desert Cahuilla Indians.